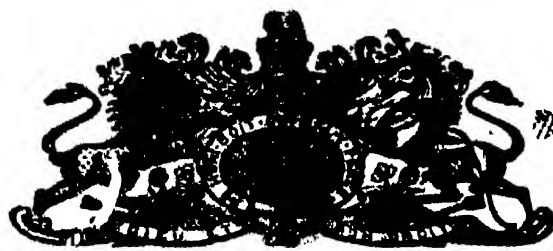


FINAL REPORT
ON THE
SETTLEMENT
OF THE
SITAPUR DISTRICT.



ALLAHABAD:

Printed at the North-Western Provinces and Oudh Government Press.

1822.

FROM

THE SECRETARY TO THE BOARD OF REVENUE,
N.-W. PROVINCES AND OUDH,

TO

THE CHIEF SECRETARY TO GOVERNMENT,
N.-W. PROVINCES AND OUDH,
REVENUE DEPARTMENT.

Dated Naini Tal, the 4th July 1899.

SIR,

I AM directed to submit the final report on the settlement of the Sítapur district with the Settlement Commissioner's review thereof.

2. The result of the settlement is to raise the realizable demand by Rs. 3,54,633 or 28·8 per cent. Though cultivation has increased by 15 per cent., the district is still not fully developed, and offers a strong contrast to the Southern districts of Oudh with their small and carefully-cultivated holdings, many hamlets and well-established and secure cash rents.

3. Apart from the existence of precarious areas of sandy soil and flooded lands, the chief difficulty of the settlement lay in the character of the rents. The cash-rented area amounted to 349,252 acres or 39·7 per cent. of the area assessed. The grain-rented area was 412,157 acres or 46·8 per cent. of the assessed area. But though correctly recorded, the cash rents are unstable and in a transition stage, determined not so much by the established value of the land as by the kind of crop, by personal considerations, and by experimental conversions of grain rents. Rents vary according to the caste of the cultivator; very high rate being taken from the specially industrious castes. The Murao rent-rate is Rs. 8-11-0 as compared with Rs. 4-2-0, the rate for Káyasths. The poorer the landlord the higher is the rent which he demands. Non-resident tenants pay on the average four annas in the rupee less than resident tenants. With the careless cultivation which is inseparable from a system of grain rents, a tenant can secure a fair subsistence if his holding is large. As the demand for land reduces the size of the holdings, cultivation becomes more intense, and the tenants clamour for cash rents. The bumper harvest of 1885 which synchronized with the opening of the railway gave a great stimulus to the demand for cash rents. The natural tendency of the landowners to insist on a maximum cash rent was intensified by the provisions of the Rent Act limiting the extent to which cash rents can be enhanced: consequently many of the cash rents so fixed have broken down, and others which are still maintained are not fully collected. It is obvious that cash rents of this description must be carefully examined before they can be accepted, and that even the accepted cash rate is not suitable for general application to the large grain-rented area.

4. Out of the recorded cash rental of Rs. 20,93,278, Mr. Butler accepted as stable a rental of Rs. 19,10,166. This rental gave a rate of Rs. 5-7-6 per acre. The grain-rented land which was found to be generally inferior in soil crops and style of cultivation was valued at Rs. 3-5-1 per acre. Its valuation was based on rates derived mainly from the record of grain collections, which give the money value of the landlord's share of the produce, from returns of Court of Wards' estates and from private accounts. The accepted rental of the tenants' land fell at a rate of Rs. 4-4-9 an acre, which corresponds closely with the rate (Rs. 4-4-10) of the average collections for the 10 years preceding the revision of settlement.

5. With an addition of Rs. 462 for sayār, the assets amounted to Rs. 36,36,925. Allowances aggregating more than a lakh of rupees were made for improvements, and the concession for proprietary cultivation was Rs. 42,012. The net assets were therefore Rs. 34,94,273, and the gross revenue assessed on them was Rs. 16,15,760 or 46·3 per cent. The large and uneven enhancement on the old demand was the cause of the low percentage.

6. The assets are a moderate but just estimate of the sum which year by year reaches the landholders. The allowances have been liberal, but the increase in revenue is as large as should be imposed at one time. The revenue demand has been distributed with much care and discrimination. Mr. Butler's methods throughout have been satisfactory, and his work is deserving of commendation. The Board agree with the Settlement Commissioner that the settlement may be recommended with confidence for the final sanction of the Government.

7. The proposals of the Settlement Commissioner in paragraph 12 regarding the term of settlement are supported by the Board.

I have the honour to be,

SIR,

Your most obedient servant,

F. W. BROWNRIGG,

Secretary.

T

NO. ⁶¹⁹
~~438-6~~

FROM

JOHN HOOPER, Esq., C.S.,

SETTLEMENT COMMISSIONER,

OUDH,

TO

THE SECRETARY, BOARD OF REVENUE,

NORTH-WESTERN PROVINCES AND OUDH.

Dated Lucknow, the 25th May 1899.

SIR,

I HAVE the honour to submit Mr. Butler's final report on the settlement of the Sítapur district, exclusive of the alluvial maháls. The Board's recent orders have been strictly followed in the preparation of the report, which with its appendices has been compressed into twenty pages of print. I shall endeavour, following the Settlement Officer's example, to be brief in the remarks that will be offered in review.

2. The district was brought under settlement by Notification No. ³¹⁹¹~~1122A~~, dated the 10th November 1893. The pargana assessments last reported were sanctioned by the Government on the 25th August 1897: so that the assessment of the area dealt with, which extended to 2,048 square miles, was completed in less than four years. The settlement has not as yet been formally closed, as the alluvial maháls, which were left in the hands of the Deputy Commissioner, have now under recent arrangements to be assessed by the Settlement Officer.

The assessment was made on the existing maps and village papers without a resurvey or revision of records. It is justly claimed for this system that it enabled the settlement to be carried out without friction or disturbance, and that it saved the people from exactions, litigation, and annoyance. It has also resulted in a large saving of expense.

Mr. Butler held charge of the operations throughout. For one cold weather he was assisted by Mr. Last, who assessed one pargana under his superintendence, and drew up rough proposals for two others.

3. The report is so condensed that there is no need to summarize the information it contains in regard to the general character of the district, and a very brief reference to this subject will suffice.

Though there has been considerable improvement since the last settlement, Sitapur is still a backward district. There is very little irrigation. While much of the soil is of great natural fertility, and in the hands of good cultivators produces excellent crops, the general inferiority of the cultivation, as compared with more fully developed tracts, is denoted by the large size of the holdings, the high plough duty, and the prevalence of grain rents. The average density of the population in the entire district is 477 persons per square mile. In the area with which the report deals the density per square mile of cultivation is only 686, or little more than one person to the acre. The comparative sparseness of the population will be understood when it is noted that in the southern districts of Oudh the density on cultivation generally exceeds 1,100 persons per square mile.

The cultivated area has, however, increased by 114,771 acres, or by nearly 15 per cent;* and it now amounts to over 67 per cent of the total area. This is an unusually high proportion. It is accounted for by the fact that, while much of the land is precarious and poor, there is but little that is absolutely unproductive. The barren plains of *usar*, which interrupt the fertility of Southern Oudh, and limit the extent of profitable cultivation, are rarely found in Sitapur.

4. The chief difficulty of the assessment lay in the existence of large precarious areas and in the character of the rents. The eastern portion of the district is a low-lying tract exposed to annual floods from three great rivers. Here the climate is unhealthy, the soil is liable to deterioration, and the cultivation is extremely fluctuating. The *bhur* parganas, on the opposite side of the district, are equally, if not more, precarious. For an account of the rents I may refer to the full and interesting description in section II of the report, which presents in a concise form the results of a close and discriminative study of the rental system. Nearly half the land in cultivation is held on produce rents.† The cash rents, in some parts of the district, are chiefly paid for special crops, or special soils, or by special classes of cultivators. Where cash rents are more general, they are often excessive or unstable, as they are largely the result of premature conversions made at full rates. These high rents have, in many cases, broken down, and the grain-rented tracts have not, in fact, reached a stage of development at which a general conversion to cash would be desirable. The rents that would be fair and safe in the present circumstances of the district would almost certainly become inadequate when the population fills up and the cultivation improves; and the landlords would then be unable to raise them except to the very limited extent permitted by the Rent Act. As it is, they insist on maximum rents when conversion is effected, and collect as much of them as they can.

5. The recorded rents are thus to a large extent transitional and insecure, and it was necessary to discard or reduce them in many villages in order to obtain a safe basis for assessment. When the fair and stable

* Appendix VI. The figures include cultivation in revenue-free plots. The increase is partly due to the inclusion of fee simple grants, which were not surveyed at the last settlement.

† The exact proportion is 46.8 per cent (paragraph 11 of the report).

total of the cash-rented land had been ascertained and determined, it furnish a guide for the valuation of the assumption area. The important part of this area is the grain-rented land, which, as has been shown in the pargana reports, is generally inferior in soil, crops, and style of cultivation. The rates for the assumption area could at most bear only a remote relation to the cash rents, and they had to be worked out more or less independently. The selection of fair rates was not an easy matter even in secure tracts, while in precarious village the question of areas was as important as that of rates. The problem of determining the stable assets was therefore unusually difficult. Mr. Butler's methods in dealing with this problem were marked by care and discrimination. He worked upwards from the facts; and, while he drew inductions as to rates for classes of soil, he showed a wholesome circumspection in applying general standards or averages of rental value. Standard or circle rates were framed for soils, but they were treated as a standard and not as a fixed scale; and they were freely modified in the assessment of particular villages. This was done after careful inspection and inquiry, and close examination in each case of all the circumstances that condition rents or affect the amount and value of the landlord's share of the produce. The circle rates for cash-rented land were deduced by the usual methods, after the elimination of crop rents and other special rents, from those of the rent-rolls that could be accepted as fair and well established. In the selection of rates for grain-rented land only partial use could be made of the record, which is frequently unreliable in detail, though in the mass it probably does not understate the actual receipts. But in several parganas the grain record was found to be fairly accurate: there were also trustworthy returns for Court of Wards' estates; and private accounts were readily placed at the disposal of the Settlement Officer, who succeeded in gaining the confidence of the people. From these materials, aided by inquiry from village to village, and by comparison of the results with the cash rates prevailing in fairly rented estates, the Settlement Officer obtained general rates (subject, as explained above, to modification in particular instances) for the valuation of grain-rented land. Their tendency is towards moderation, as is eminently desirable in rates. If be employed for the assessment of land, the receipts from which fluctuate with the character of the harvests and the price of produce.*

6. Reference has been made to the precarious tracts which border the district on either side. In these there are many villages in which the cultivation fluctuates, so that an assessment made on the area of, a single year might be either excessive or inadequate. The treatment of these villages may be exemplified by a very short account of the method adopted in Gondlamanu, a pargana which contains a large proportion of probably the worst and most precarious *bhur* soil in the Provinces. The question to be determined, as the Board remarked in their review of the assessment, was whether the cultivated area and assets at settlement were sufficiently close to the normal standard to allow of an assessment for

* A third set of rates was sometimes employed for the valuation of the other assumption classes. These require notice, as the area is comparatively small, and

thirty years being made on the actual assets. No general standard could be applied : the question had to be decided with reference to the circumstances of each particular village. For this purpose statistics were prepared for each village showing the variations of cultivation in the different classes of soil : these were compared with the cultivated area in the settlement year and at the former settlement : allowance was made for special conditions ; and, after consideration of all elements of stability or insecurity, the fair and safe assessable area was determined on the merits of each case. The general result was that a full average of cultivation was taken in the better soils and a margin for fluctuation was left in the inferior classes. In thirteen villages it was found that a fair and adequate assessment for the usual term could not be made upon the existing assets, and settlements for five years were sanctioned ; while maximum revenues were fixed to be imposed when the villages recovered. Similar methods were followed in the assessment of the lowland parganas of Tambaur, Kundri North and Kundri South on the eastern side of the district ; but short term settlements were not there found necessary, as the greater part of this tract is held in large estates.

In addition to the special allowance made for fluctuating cultivation in precarious tracts, the rent of fallow land recorded in holdings was generally excluded from assessment, as this is seldom a real asset in a district where the cultivation is backward and the population sparse. The assessed area for the whole district is 881,429 acres ; while the cultivated area of the settlement year was 881,982 acres, and the average of the preceding five years 898,256 acres.* The margin left for fluctuation is sufficient, and the assessed area may certainly be regarded as safe.

7. The general results of the valuations are shown in paragraph 11 of the report, which contains a clear statement of the accepted assets. The recorded cash rents were reduced by elimination of crop rents, by deduction for fallow in holdings, by rejection of excessive or unsafe rents, and by allowance for difficulty of collection from Rs 20,93,278 to Rs. 19,10,166, or by 8·8 per cent. In view of what has been said above in regard to the character of the rents this reduction will not be considered too large. The incidence of the accepted cash rental is Rs 5·47 per acre, which is not excessive, as the cash-rented area consists of the better lands. The incidence of the grain valuation, which is Rs 3·32, is very nearly the same as that of the recorded grain rents for the settlement year. This coincidence with the returns for a single year does not of course prove the correctness of the Settlement Officer's estimate ; but the valuations of the cash and grain-rented lands taken together are justified by comparison with the average recorded collections. The figures will be found at page 11 of the report. As Mr. Butler observes, the accepted rents may be considered safe in the absence of any permanent and crushing fall in prices.

The valuation of the assumption areas, other than those held in grain-rents, scarcely needs remark. That of the under-proprietary holdings is undoubtedly low ; but the area is insignificant, and the effect on the assessment is imperceptible.

* The areas of revenue-free plots are excluded from these figures.

8. The total assets finally accepted for assessment are noted below :—

			Rs.
Rental assets	...	...	36,36,463
Addition for sayar	...	...	462
	Total	...	<u>36,36,925</u>
<i>Deductions—</i>			
For proprietary cultivation	...	...	42,012
For improvements	...	...	<u>1,00,640</u>
Net assessable assets	...	...	34,94,273

The deduction for improvements is unusually large. Full effect has been given to the orders of Government regarding allowance for improvements; and the only exception that can be taken is that the allowances in some cases were made on a very liberal scale. But there can be no doubt that large sums have been spent by the landowners in clearing jungle and reclaiming waste, in founding new hamlets, and in generally promoting and maintaining the development of their estates. As the Settlement Officer remarks (paragraph 12), in a grain-rented district, where tenants are scarce, the whole burden of agricultural development falls upon the landlord. It is the policy of the Government to encourage improvements; and the liberality shown will probably not be regarded with disapproval.

9. The gross revenue assessed is Rs. 16,15,760, which takes 46·3 per cent of the assets, and gives an enhancement of 31 per cent, with a revenue incidence of Rs. 1·83 per acre of cultivation. The realizable revenue, exclusive of nominal demands, is Rs. 15,83,270, and the actual enhancement Rs. 3,54,633, or 28·8 per cent. The above are the sanctioned figures. The alteration made in appeal since the revenue was declared is very slight. Only 219 appeals against the assessments were presented, by far the lowest number received from any district of which the settlement has been completed; and of these but four were successful. The reductions made in these cases in the final demand amount to Rs. 220, and the figures of realizable revenue now stand as below :—

Initial	...	...	Rs. 14,62,629
Intermediate	...	...	" 15,52,370
Final	...	...	" 15,83,050

The estimate of the assets, on which the revenue has been based, is moderate, and large allowance has been made for improvements, as well as for proprietary cultivation. The proportion taken of the assets is also moderate, owing to the uneven enhancement which has rendered it necessary to lower the percentages in many cases where the increase of revenue is great. The enhancement over the entire district of nearly 29 per cent is large, and it will doubtless be considered sufficient. But it is not, it is believed, in the circumstances of the district, in any degree excessive; and the assessment is recommended, with confidence, for the final confirmation of the Government.

10. The report does not contain a statement of case work ; but, as has been said above, there was practically no litigation. The rents of the under-proprietors were correctly determined in accordance with the rules, as I ascertained by inspection of the records. These cases were not numerous: as, although nearly half the district is owned by taluqdárs, there are very few sub-settlements ; and most of the other under-proprietary tenures are held rent-free under decree. There were only four appeals to my court in addition to those brought against the assessment.

11. The total expenditure is, as stated in the report, Rs. 1,00,841, which gives a rate of less than Rs. 45 per square mile of district area. The economy of the system of settlement adopted is evident from these figures. The saving of expense to Government is considerable ; and it is largely due to the personal exertions of the Settlement Officer, who worked unremittingly with a very moderate office establishment.

12. The dates on which the former settlement expired, or will expire, in the different parganas are shown in the following table :—

Tahsíl.	Pargana.	Date of expiry.
Sítapur	Pírnagar	30th June 1899
	Khairabad	" " 1900
	Rámkot	" " 1899
	Sítapur	" " 1899
	Laharpur	" " 1900
	Hargaon	" " 1899
Biswán	Biswán	" " 1900
	Tambaur	" " 1901
	Kundri North	" " 1901
Sidhauri	Bári	" " 1896
	Sadarpur	" " 1897
	Kundri South	" " 1897
	Mahmudabad	" " 1896
	Manwan	" " 1896
Misrikh	Aurangabad	" " 1897
	Chandra	" " 1898
	Kurauna	" " 1897
	Gondlamau	" " 1897
	Machhrehta	" " 1898
	Misrikh	" " 1898
	Maholi	" " 1899

The settlement expires irregularly ; and it will be necessary to slightly reduce or prolong the usual term in several of the parganas, in order that the new assessments may fall in consecutively, tahsíl by tahsíl. I suggest that the term of settlement for maháls settled for the full period be fixed so as to expire on the following dates :—

Tahsíl Sidhauri	...	30th June 1927
" Misrikh	...	" " 1928
" Sítapur	...	" " 1929
" Biswán	...	" " 1930

13. In forwarding the report Mr. Butler acknowledges the co-operation of the district authorities, and commends the work of his subordinates. He also refers to the straightforward dealing of the large landowners as a body, and mentions several of these gentlemen by name on account of the assistance rendered by them throughout the settlement operations, and their excellent management of their estates. I have much pleasure in bringing his remarks to the notice of the Board and the Government. The good work done by Mr. Last as Assistant Settlement Officer has been recognised by his appointment to an independent charge. Of Mr. Butler's work I may be allowed to say that it is distinguished by sympathy with the people, and consideration for their interests as well as for those of the State. His industry and his careful methods of assessment have been acknowledged by the Government. The great economy with which the settlement was conducted is also to be commended.

I have the honour to be,

SIR,

Your most obedient servant,

JOHN HOOPER,

Settlement Commissioner.

FROM

THE SETTLEMENT OFFICER,
SITAPUR,

TO

THE SETTLEMENT COMMISSIONER FOR OUDH.

Dated Sitapur, the $\frac{31st\ December\ 1898}{12th\ January\ 1899}$.

SIR,

I HAVE the honor to forward the final report on the settlement of the Sitapur district, excluding the riverine maháls, which are treated under the rules for alluvial settlements.

2. In obedience to the orders of the Board, I have reduced the report to the smallest dimensions. Much that a Settlement Officer would like to say has been excluded, and I trust that the report now contains little surplusage. The somewhat lengthy description of the rental system is, I venture to think, not only justified, but called for by the transitional character of the rents, regarding which in the past some misconceptions have arisen. And I may perhaps be permitted to express the hope that great caution may, in future, be observed in taking action with regard to these rents. The personal influence of officers has in the past been sometimes brought to bear with results far removed from the objects they sought to attain.

3. It remains to acknowledge my great obligations to successive Deputy Commissioners, Colonel Grigg and Messrs. Irwin, Rogers, and Pike for never-failing assistance. To their co-operation is due in large measure the rapidity, economy, and absence of any friction which have marked the Sitapur settlement. It has been a pleasure to me to subordinate, so far as possible, the passing conveniences of the Settlement Officer to the more important and lasting requirements of the district administration. The kanúngos and patwáris have never left the control of their only proper master, the Deputy Commissioner, and settlement operations have never interfered with preparation of the annual papers. To pass through the district, working with the district staff, and with due regard for the District Officer's wishes, without disturbing the people or the ordinary course of business, has been my constant aim.

4. As regards my subordinates, Mr. Last's appointment as Settlement Officer, Sháhjahánpur, renders unnecessary any further acknowledgment of his excellent hard work as Assistant Settlement Officer here. A very large share of the credit for economy is due to Bábu Har Bishun Dyal, late head clerk, who never spared himself or his staff, and who did what is generally done by a Deputy Collector, better than most Deputy Collectors can do. All the clerks and kanúngos and patwáris worked very well.

5. In conclusion I desire to bring to the notice of Government the admirable conduct of the talúqdárs and more important landlords during the severe ordeal of the settlement operations. They have given me every assistance; they have not resorted to subterfuge; they have ever been ready, in cases of difficulty, to abide by an equitable decision; they have behaved throughout, with rare exceptions, as very loyal gentlemen. Where many are praiseworthy it may appear invidious to select individuals for praise; but my special thanks are due to the Rája of Mahmudabad and Sheikh Inayat-ullah. Mention should also be made of the generous withdrawal, of his own initiative, by the Rája of Jahángírábad of all claim for enhanced *malikána*,

in a case in which it would have crushed the sub-settlement holders. I would also commend as the landlords in the district, who most regard the welfare of their tenantry, Thakur Baldeo Singh, talúqdár of Kanmau, and Thakur Mata Parshad, talúqdár of Bhadeona; good management could not go further than these excellent landlords have carried it. The agricultural bank of the talúqdárs of Moizuddinpur is also a worthy institution.

6. My last, and not the least pleasant, act as Settlement Officer was to reduce the excessive rents, as a condition of a 30 years' settlement, on the Seraura estate. New leases have been countersigned and distributed to the tenants by me. The talúqdár now fully acquiesces in the action taken, and expresses a desire, which his conduct latterly leads me to hope is sincere, to avoid all reproach of harsh management in future.

7. On this, as on many other occasions, I am indebted to Mr. Luker, Superintendent of the Government Press, for the courteous and prompt despatch of the printing work connected with the settlement.

I have the honor to be,

SIR,

Your most obedient servant,

H. BUTLER,

Settlement Officer.

Final Report on the Settlement of the Sitapur District.

I.—INTRODUCTORY.

1. The district is divided into four parts : the *bhur*, a zone of sandy soil to the west ; the *loam*, a broad central tract of loam, lowlying, stiff, and badly drained for the most part, but high and friable on either flank ; the *terai*, a strip of rich lowland to the east ; and further east the *ganjar*, a wide stretch of inferior land flooded from the Ghogra, Chowka, and Dahawar rivers, and a network of smaller watercourses. Precarious areas are extensive, but there is also much good soil. The crop statement (Appendix VI) indicates an average fertility. Communications by road and rail are good, and markets, except in the *ganjar*, easily accessible. But there is little irrigation, the average irrigated area of six years being only 163,387 acres or 17 per cent. of the corresponding cultivated area. And cultivation is backward. The last census showed a density in rural population of only 443·6 per square mile.* The tenants' holdings are large, averaging 6 acres ; the plough duty is larger, 6·7 acres. The area under produce rents is 427,187 acres, under non-resident cultivation 104,575 acres ; and, finally, very large areas are held by high caste tenants.

General

2. The land records have attained a remarkable accuracy. The maps were in some cases out of date, but in no case to such an extent that the patwári could not identify the fields.† The crop returns are now perfect for all practical work. The record of cash rents is complete, only a few cases of concealment being found.‡ Equal reliance cannot be placed upon the record of produce rents ; under-statement is not infrequent, and over-statement is even common.§ The really weak point in the record is, however, the return of the collections. These are generally over-stated. Not only are appraisements returned as collected in full, though this is rarely the fact, but all arrears are recorded as collected directly decrees are obtained or bonds are executed for them. The private accounts of landlords show how little of the bonded debt is really recoverable.|| Under-statement of collections is rare.

The land

3. In order to work close to the soil it is necessary to win the confidence of the people and to understand the rents. The confidence of the people is best secured by accessibility and direct dealing. With this object efforts were made

General
Settler

* Only two districts in Oudh showed a lower density—

Bahraich	...	...	...	...	...	358·5
Kheri	...	...	...	...	...	291·7

† Minutely accurate maps are of course a convenience, but are by no means a necessity. The Settlement Officer has even less need of perfect maps than the district staff.

‡ Concealment of cash rents has only been found in some 10 maháls owned by petty Muhammadan and Kayasth landlords. Talúqdárs do not, and pattidárs cannot, conceal their rents. Single zamindárs residing on their estates, and the managers of joint zamindari estates can, and sometimes do, conceal their rents. But concealment is an extremely difficult matter under present conditions, and few landlords who have the requisite intelligence care to put themselves in the hands of their servants, tenants, and patwáris, to the extent involved in concealment.

§ This, as other statements, is merely the generalization of results already demonstrated in detail. Some explanation of over-statement will perhaps be of sufficient interest to justify repetition. Landlords reduced to sale sometimes exaggerate assets to get a better price. Hostility of the patwári is an occasional cause. More common is the inability of the patwári to be present at grain distribution or appraisement, and the desire to avoid tiresome scrutiny by giving a high figure. But the principal cause of over-statement has been the belief, prevailing among the patwáris, and said to be based upon an old executive order—not traceable, but not necessarily mythical—that their salaries would be regulated after the new settlement by the revenues of their circles.

|| The accounts of estates when taken under the Court of Wards, I believe, generally confirm this experience.

to work through *kanúngos* and *patwáris*: no *sarishtadár* or clerk accompanied me in camp: I myself distributed the revenue* and determined under-proprietary rents. At times the labour was great, but in the long run work was reduced to a compass easily manageable. And friendly relations with the people, soon established and never interrupted, greatly facilitated inquiry into the rents; private accounts being readily placed at my disposal, in the absence of all anxiety as to possible misunderstanding. How far the rents were understood will best be shown by a description of them.

II.—RENTAL SYSTEM.

4. Rents are taken in four ways—

Batái—distribution of the threshed grain.

Kankút—appraisement of the standing crops.

Crop rents—special cash rents for special crops.

Cash rents.

5. That it is governed by no *general* local custom is the first lesson of *batái*. The rates of division vary, not only from village to village and estate to estate, but from tenant to tenant in the same village or estate; and only in large compact estates do the variations appear to follow rule. A composite description will, however, indicate the general system.

In the field.

- (i.) *Biswa*.—When the crop is ripe, the tenant cuts one *biswa* for every plough. In return he gives a *khurák* (*sídha* or *rakhwári*) to the *shahna* or *rakhwára*, who watches the crops on behalf of the landlord. High caste tenant commonly, and good tenants not infrequently, take a *biswa* from every field in their holdings—a valuable privilege.
- (ii.) *Bisar*.—Along one side of the field—generally the longest side—a line of the crop, one *kassi* or double pace broad, is left for the village watchman, *bisarwár*.†
- (iii.) *Loni*.—In the *rabi* crops the reapers get one sheaf (*puli*) in twenty-five, or the twenty-sixth sheaf is wages for reaping. In inferior villages or from poor crops, the common wage is one sheaf in twenty, or the twenty-first sheaf.‡ In the *khariíf* and *hewant* crops, this due is given on the threshing-floor, but before the actual division in grain, at a rate of two and half seers per maund of the estimated weight of the total heap.
- (iv.) *Lehina*.—The five village servants, blacksmith, carpenter, tanner, washerman, and barber get one sheaf (*puli*) of wheat and barley, and one

* Distribution of the revenue is either an arithmetical calculation which merely requires an order and a clerk to work out figures; or it is the most difficult part of settlement operations. The cases of difficulty were rare in Sitapur.

† Sometimes this due is given in grain on the threshing-floor. Again, where tenants are careless or dishonest, allowing cattle to stray in their fields or pilfering from the ripening crop, or again where the *bisarwár* is lazy, the landlord sometimes arranges that the due should be paid in a certain proportion of the grain brought to the threshing-floor. It is the duty of the *bisarwár* to conduct strangers on their way through the village. He receives an *anjuri* at the time of *batái*.

‡ The wage is adjusted according to the crop. I have seen crops of which the reapers received every second sheaf; and I have known them strike for a cash wage.

bundle (*dābi*) of gram, and the *kharīf* crops, per plough from each tenant, containing approximately five seers of grain.*

On the threshing-floor before the main distribution.

(v.) *Mahābiri puli*.—The tenant sets apart for himself—sometimes from each field, sometimes for every plough—a large sheaf or bundle. This he takes at the end of the *batāi*.

(vi.) *Kathuri*.—There is always some grain left in the threshed ears and chaff. This is set aside by the tenant, and is divided at the end of the *batāi*.

The main distribution.†

(vii.) *Anjuri* (or *khairati*).—Some handfuls, vaying from 5 to as many as 13, are set aside from the heap by the tenant. These go to himself, his special god, the landlord's god, the *prāgwāl*, the *mahant*, *faqir*, *bhāt*, *māli*, *bisarwār* or *dihwāl* of the village.

The weighman, then, first estimates roughly the total amount of grain in the heap, and the amount which will remain for division between landlord and tenant. He then weighs out what, according to his estimate, should be

(viii.) *Sarkāri hissa*—or landlord's share: a separate heap.

(ix.) *Hissa*—or tenant's share: a separate heap.

(x.) *Kūr* (where given) or ploughman's due—generally at the rate of 7½ seers on the maund of (viii) and (ix) combined: a subordinate heap.

(xi.) *Charua* (where given) or herdsman's dues—varying from one to four seers on the maund of (viii) and (ix) combined: a subordinate heap, thrown on to the *kūr* heap where *kūr* is also given.

(xii.) *Tolai* or weighman's fees, generally at the rate of half a seer on the maund of (viii) and (ix) combined. Sometimes the weighman receives the whole, sometimes the due is shared by him and the landlord.‡

(xiii.) From the tenant's heap the following dues are transferred to the landlord's heap:—

(a) *Patwāri rate*—(b) *Gāon-kharcha*, or *kharcha māl*.—Generally at the rate of one or two seers per maund of (viii) and (ix) combined. Sometimes it is calculated on (ix) alone. It is not always taken. Where taken, it often balances the *charua*, which is taken from the common heap.

(xiv.) *Tari* or *rasptan*, the sweepings of the common heap.—The weighman's estimate is usually very accurate, and the sweepings are taken by the tenant. If the sweepings are considerable, they are roughly

* After the division, no tenant gives from his own share 30 seers in the *kharīf*, and again in the *rabi*, to the blacksmith and carpenter. This due is called *tihāi*. The tanner receives 15 seers in each crop. All five village servants receive a cake (*roti*), containing 1½ seers from each tenant. The calculation of the *lehina* is rough, and *karmis* and other provident tenants not infrequently compound for *lehina*, *tihāi*, and *roti* by a maund of grain at each crop, thus saving the *bhūsa*. This composition is

In some villages cash payments are made. Brāhmins often refuse their dues to the village servants. These wages of the village servants are no real part of the *batāi*; they, or a cash equivalent, are paid in cash-rented villages. They are mentioned only because misconceptions have arisen regarding them.

† In the *kharīf* and *kewant* the *loni* is first taken. The distribution then commences.

‡ Occasionally the following dues are taken:—

Serh.—One seer per maund is still given to the *patwāri* or *shahna* in some villages.

Dhara.—Half a seer per maund is sometimes taken for the landlord's servants. Where the *tolai* is shared, the landlord's share is sometimes called *dhara*.

Sidha.—When there is a marriage in the landlord's family, one seer per maund is sometimes taken.

divided, the tenant getting the larger share. Half a seer on the maund of (viii) and (ix) combined is the ordinary advantage to the tenant of the *tari*.

- (xv.) *Kathuri*.—The *kathuri* [*vide* (vi) *supra*] is then appraised, always in the tenant's favour. The landlord's share is calculated and transferred from (ix) to (viii), the tenant keeping the whole *kathuri*. One seer on the maund of (viii) and (ix) combined is the ordinary advantage to the tenant of the *kathuri*.

A tenant invariably interprets a question as to his "*hissa*" or share, as referring to his separate heap (ix), and this alone is entered in the leases and in the record of the tenure in the village papers. But he receives, as already stated, in addition, always the *biswa*, (i) *mahábiri puli*, (v) *anjuri*, (vii) *tari*, (xiv) and *kathuri* (xv); generally *charua* (xi); and not infrequently *kúr* (x). As regards the actual share or *hissa* (ix), the following rates* prevail:—

<i>Adha-batái</i> or <i>niesi</i>	...	...	...	(viii) = (ix)
<i>Pancha-do</i>	...	...	...	(viii) = $\frac{3}{4}$ (ix) = $\frac{3}{4}$
<i>Tikuri</i>	...	...	...	(viii) = $\frac{1}{2}$ (ix) = $\frac{1}{2}$
<i>Chaukuri</i>	...	...	...	(viii) = $\frac{1}{4}$ (ix) = $\frac{1}{4}$

Adha batái is the common rate where land is good and in demand, and the tenants low caste. The other rates are known as the *amneki hissa*, i.e. the share of the respectable tenant, the *amnek*, *sharíf*, *bhalamánus*. *Pancha-do* is common. The more favoured rates are found where land is bad or tenants scarce; and are enjoyed in good lands by dispossessed proprietors, kinsmen or caste-fellows of the landlord or his wives, settlers of hamlets or unusually holy men.†

Kúr (x) was originally a concession to fighting or high caste men, who could not themselves handle the plough. The privilege was extended to others who were useful or agreeable to the landlords. So far as generalization is possible, it may be said that *kúr* is given—(a) in good tracts where land is in demand to high caste tenants, specially good tenants, headmen, founders of hamlets, tenants settled on auspicious occasions, such as a marriage, and men who do miscellaneous work for the landlord; (b) in bad tracts, where tenants are in demand to the majority of tenants, in order to induce them to come, or to stay, or to cultivate as non-resident tenants ‡

Charua varies like *kúr*, but is more generally given.

It will be noted that the privilege of the high caste tenant, in view of his caste, is still very marked in the *batái*. Not only is he favoured in regard to *hissa*, *kúr*, and *charua*, but he usually gets *biswa* from every field; *gáon-kharcha* is often not taken from him; his *mahábiri puli*, *tari*, and *kathuri* are usually twice as large as those of the low caste tenant.§

6. *Kankút* is of two kinds. Under both the gross produce of the standing crops is estimated, and a deduction of 10 per cent. is made to cover *bísar*, *loni*, &c., and the risk of over-appraisement. The tenant's share, including *kúr* and other allowances, is then calculated; and the remainder is the landlord's share.

Under *simple kankút* the landlord's share is paid in grain.

* It is noteworthy that the names are taken from the landlord's not the tenant's share.

† *Chaukuri* is common only in the Thángaon taluqa, the old Cháhlári Ráj confiscated after the Mutiny, and is there enjoyed by all surviving tenants of the former Ráj. New land broken by tenants is held for the first few years on specially favourable terms.

‡ In Siargam pargana I have known Chamárs get six seers on the maund *kúr*; Ahírs 7½ seers; ordinary high caste tenants eight seers; special Bráhmans 10 seers. In Maholi pargana, confiscated after the Mutiny, all the old tenants receive *kúr*.

§ The *shahna* is generally a caste-fellow, and much illicit removal of grain is also overlooked.

Under *darkatti kankút* the landlord's share is commuted into cash at a certain rate (*darkatt*). *

Sometimes *kankút* is practised in the *kharif*; and *batái* in the *rabi*. This arrangement has the advantage of avoiding delay in the division of the principal food crops; and the arrears of the *kharif kankút* are then easily realizable from the tenant's heap in the *rabi batái*.

7. In cash-rented villages† there are, as a rule, special rates for tobacco and garden crops round the village site.‡ In produce-rented villages tobacco, garden crops, poppy, sugarcane, cotton, and hemp are charged with special rates. Tobacco rents vary from Rs. 10 to Rs. 50 per acre, but average about Rs. 15. The rents of garden crops vary from Rs. 10 to Rs. 15, of poppy from Rs. 8 to Rs. 12, of cotton and hemp from Rs. 6 to Rs. 7½. There are differential rates§ for sugarcane, according to the time for which the crop occupies the land.

Crop rents.

Pureali or Sáli.—Sown after a year's fallow ... Rs. 10 to Rs. 12

Dhankari.—Following rice ... Rs. 8 to Rs. 10

Maseri.—Following *sáwan* and *másh* ... Rs. 6

Charreri.—Following rice and gram ... Rs. 5

8. *Batái* is an unprogressive and wasteful, though necessary, rental system. It involves delays, injurious to the produce and vexatious to the tenantry, and pilferings, which it is not possible, especially on large estates, to control. Of late years *kankút* has been to some extent supplanting *batái*. *Kankút* involves a double uncertainty, uncertainty of estimate as well as uncertainty of season; and is sometimes abused by impoverished landlords and unscrupulous agents. These things make for cash rents in due season. ||

Transition

And conversion is directly caused by the reduction in the size of agricultural holdings, which attends increasing population. The cultivation of produce-rented villages is generally inferior: few men will work hard at their fields, except for bare sustenance, if others share the fruits of their own additional labour. While his holding is large, the tenant indeed secures a fair sustenance with careless cultivation. But when the holding is small, sustenance can only be secured by extra effort and a more intense cultivation. A fair cash rent assures the fruits of his labour to a tenant, thereby encouraging effort, and moreover enables him to tide over bad seasons and low prices by the savings of good crops and high prices.¶ When holdings are small, tenants demand cash rents; and landlords agree, in the knowledge that the realization of a fair cash-rent presents few difficulties when land is in demand. Thus conversion to cash-rents normally follows a demand for the land evidenced by small holdings.**

* This is usually rather higher than harvest rates to allow for a rise in prices.

† The term *sabti* is not in use in this district, nor is there any equivalent term.

‡ The ordinary cash rent covers the growth of poppy or sugarcane, cotton or hemp. In many cases it is the land, not the crop, round the village site which bears the special rent.

§ The rates are rarely altered; in some villages they are said to have come down unchanged since the time of Akbar. But occasionally landlords raise the rents by reducing the size of the local bigha on which the rates are calculated. In produce-rented villages landlords are not disposed to encourage special crops, for the tenant puts all his manure and labour into the fields under crop rents, the whole return of which he enjoys, and neglects the produce-rented fields, the return of which he shares with the landlord.

|| There is a common saying, attributed to Alamgir—"batái luzái, kankút ba-dast-i langot-bandha, jama kharab ast."

¶ Crop failure on small holdings under produce-rents cripples the tenantry to a degree, that it is very difficult for them to make up lee-way.

** This is the experience gained in Sitapur and the western parganas of Kheri, where tenants have little or no capital. Karmi tenants with capital can pay fair rents on large holdings; but this is the exception. Conversion point is of course variable; but opinion places it generally at rather less than five acres in land of average physical advantages, and my detailed experience tends to confirm such opinion.

But in Sitapur the opening of the railway followed close on the extraordinary wheat crop of 1885, and was accompanied by a large rise in prices. The tenants, anxious to enjoy the full advantage of the rise in prices, became importunate for cash-rents. And in many cases cash-rents too high were imposed on holdings too large. The Rent Act, passed at this period, operated in the same direction. For the rigid limit to enhancement under that Act prevents the gradual raising of cash-rents, and forces landlords to insist upon a very full initial cash rent as the price of conversion. These high rents, in many cases, have already broken or are breaking down. Thus accidental circumstances have, in many cases, stimulated an abnormal conversion to cash-rents.

Cash-rents.

9. Over large areas the general level of the cash-rents undoubtedly follows the soil and physical advantages; but in individual villages the rates are obedient to more powerful local influences. A knowledge of these local influences is the Settlement Officer's principal concern.

Influence of caste.

Prominent among them is the influence of caste. The following table shows for the whole district the incidence per acre of the recorded cash rentals of the more important castes:—

						Rs.	a.
Muraos	...	...	...	...	...	8	11
Kurmi	...	...	...	...	...	6	5
Māli	...	...	...	...	...	5	9
Lodh	...	...	...	...	...	5	13
Ahīr	...	...	...	...	...	6	3
Gadārya	...	...	...	...	...	6	4
Chāmār	...	...	...	...	...	6	3
Pāsī	...	...	...	...	...	5	14
Musalmán*	...	...	...	...	...	5	4
Miscellaneous	...	...	...	...	...	5	12
Total, low caste						6	3
Brāhman	...	...	...	...	...	5	2
Thākūr	...	...	...	...	...	4	15
Kāyasth	...	...	...	...	...	4	2
Total, high caste						5	0
Total, all castes						5	14

The incidence of the rent demanded from the Thākūr tenant is thus 20 per cent. below that demanded from the low caste tenants. It is singular that the recorded values of the produce-rents give an exactly similar result:—

Total, low caste	...	...	
Brāhman	...	...	...
Thākūr	...	...	...
Kāyasth	...	...	...	...	2 7

The incidences make no account of soil, and as Thākūr tenants usually hold the better lands, there is some reason to believe that the privilege enjoyed by Thākūrs, in view of their caste, is in fact, as is generally alleged, four annas in rupee.†

Influence of residence
r non-residence.

Again, the residence or otherwise of tenants in the villages in which they cultivate directly affects the rents. Non-resident tenants pay on the average four annas in the rupee less than resident tenants. The recorded values of produce-rents afford a similar result.

				Cash rent.	Produce rent.
				Rs. a.	Rs. a.
Resident	...	...	...	6 1	3 8
Non-resident	...	...	...	4 9	2 8
Difference per cent.					28½

* The figures for the better classes of Musalmāns were not separated. They also enjoy the privilege of caste and pull down recorded incidence.

† Thākūr landlords predominate. The Muhammadan talūqdārs recognise the claims of Thākūrs. Brāhman rents are fixed high, but the collections are small. The "efficient" rent of a Brāhman is very low.

The non-resident tenant, except in the immediate vicinity of towns, can make his own terms.

A powerful influence is also exerted by the circumstances of the landlords. The poorer the landlord, the higher the rent is a proposition almost invariably true. The cash-rents demanded on the different classes of estates give for the whole district the following incidences :—

Influence of the circumstances of the landlords.

	Rs. a. p.
Talúqdári	5 8 4
Single zamindári	5 14 10
Coparcenary	6 9 0
Sub-settlements	7 7 6

The relative prosperity of tenants on talúqdári estates is very marked. Impoverished proprietors are forced to exact high rents. Invariably high are the rents of mortgagees in possession for a fixed term (*patotan*).

But far the most powerful influence is the size of the holdings testifying the demand for the land; the smaller the holding, the higher the rent. This is established by detailed experience and the following total figures :— *

Influence of the size of holdings.

	Cash-tenant area. (Acres).	Cash-tenant rent. Rs.	Incidence. Rs. a. p.
Villages in which the holdings average four acres or less	32,402	2,48,909	7 11 0
Villages in which the holdings average between four and six acres	160,566	10,17,233	6 5 0
Villages in which the holdings average more than six acres	71,470	4,07,430	5 11 0

These figures are specially significant because the high cash-rents recently imposed (*vide* paragraph 8) occur without exception in the villages with large holdings. Were the figures of these recently imposed cash-rents eliminated, the differences would be emphasised.

The absence of any definite relation between prices and cash-rents has many times been demonstrated. In Sitapur no intelligent attempt to establish a relation can be made: for the rise of prices attendant on the railway extension to the district synchronised with the passing of the Oudh Rent Act. Experience only shows that the cash-rents, which have not been raised since the railway came, are fairly stable, while those which have been since imposed are breaking down. High prices ensure stability, but certainly do not provoke immediate enhancement.

The effect of prices on rents.

Indeed demand for the land is the chief determinant of cash-rents in Sitapur. † This is illustrated by the mode in which the rents are generally enhanced; the raising, that is, of the rates of the inferior lands to the level of the rates of the superior land. Were prices the operative cause of enhancement, all rates would presumably be more or less raised in proportion.

III.—THE ASSESSMENT.

10. Such, then, are the rents, variable and unstable; and the difficulty of this settlement lay in finding the stable assets of the land. Before tabulating the results it will not be inappropriate to indicate some of the more general maxims upon which experience showed that stress should be laid :—

Lessons of experience.

- (a) Special care is necessary in assessing fallow land included in holdings, the demand on which is usually only nominal.

* These figures are the complete totals of all the villages, grouped into the three classes, within the central loam and tarai tracts. In these two tracts alone are cash-rent common. In the *dhár* and *ganjar* tracts cash-rents are chiefly crop-rents.

† This is the language of *zamindári* also. Decrease in the size of holdings is looked upon as essential to improvement in the agriculture and rental of a village. Although the Settlement Officer hears many complaints of the breaking up of waste land and the increase of population, the real feelings of the people are expressed by their own pithy saying—" *ek bighona ka bis man, bis bighona ka bis man.*"

- (b) In precarious villages the question of areas is at least as important as that of rates. Special care is necessary in assessing non-resident cultivation.
- (c) Speaking generally, the value of an arithmetic mean—and a rate or an average area is only an arithmetic mean—depends entirely upon the distances between its extremes. Where the distances are great, the mean is rarely safe.
- (d) The larger the area in any villages to which it is necessary to apply rates, the greater the danger of employing fixed rates, which make no allowance for the fallacy of the arithmetic mean.*

Where specially high assets are due to specially careful management, some allowance is necessary for the personal element, and the inevitable decline in the assets when the personal element is removed. The management of lessees is a case in point.

- (f) High rental demands have to be received with caution when landlords or tenants are non-resident.

In cash-rented villages it is necessary to remember—

- (i) the circumstances that condition rents (paragraph 9 *supra*) ;
- (ii) that good land in the midst of bad land invariably commands fancy rents, which are the first to fall into arrear when bad seasons come ;
- (iii) that the ultimate test of a rent-roll is the condition of the village site and the tenantry. If high rents are paid, and the tenantry are prosperous, the rents are clearly not excessive. If rents are low, and the tenantry impoverished, the rent-roll falls under suspicion of fraud.

In produce-rented villages it is necessary to remember—

- (i) that the assets of new cultivation are rarely safe and permanent ;
- (ii) that *batái* is less profitable to the landlord than *kankút* ;
- (iii) that large areas under crop-rents generally reduce the assets of the produce-rented lands, because labour, manure, and irrigation are concentrated by the tenantry on the crop-rented fields.
- (iv) that the assets of inferior lands are doubly low. Not only is the divisible produce small, but the landlord's share is further reduced by the special privileges, on which alone the tenants will cultivate the lands.

The valuation.

11. The following table compares the recorded with the accepted assets :—

Class of holding.		Recorded.			Accepted.			Percentage of area to total area assessed.
		Area.	Rent.	Rate.	Area.	Rent.	Rate.	
		Acres.	Rs.	Rs. a. p.	Acres.	Rs.	Rs. a. p.	
Tenant's land	Cash-rented at full rates	354,502	20,93,278	5 14 6	349,252	12,10,166	5 7 6	39.7
	Grain-rented at full rates	427,187	14,34,281	3 5 9	412,157	13,67,239	3 5 1	46.8
	Occupancy tenants	3,018	7,108	2 5 8	2,702	8,753	3 3 10	.3
	Total, tenants' land	784,707	35,34,667	4 8 1	764,111	32,86,158	4 4 9	86.8
Other areas	Sir	20,569	3,431	0 2 8	20,502	74,386	3 10 1	2.3
	Khudkásht	41,675	9,431	0 3 7	41,189	1,34,366	3 4 2	4.7
	Under-proprietary	12,912	5,702	0 7 1	12,220	29,501	2 6 8	1.4
	Nominally rented or rent-free	43,954	4,604	0 1 8	42,877	1,11,046	2 9 5	4.8
	Total, other areas	119,110	23,168	0 3 1	116,788	3,49,299	2 15 11	13.2
	Total	903,817	35,57,835	3 15 0	880,899	36,35,457	4 2 0	100
	Fallow assessed	...	...	...	530	1,006	1 14 4	...
	GRAND TOTAL	903,817	35,57,835	3 15 0	881,429	36,36,463	4 2 0	...

* Nearly every case of over-assessment at the last settlement was due to the application of a fixed

The accepted assets have already been approved, but a few general remarks are offered in final assurance of them :—

(a) The area assessed, 881,429 acres, represents the stable cultivated area, viz.—

Area assessed.

	Acres.
Average cultivated area of five years ...	898,256 *
Cultivated area in year of settlement ...	881,982

Some allowance was necessary for fluctuating cultivation in the *bhūr* and *ganjar* tracts.

(b) The valuation of the tenant's land is justified by the average collections recorded for the 10 years preceding the revision of settlement :—

Tenant's land.

	Area.	Rent.	Rate.
	Acres.	Rs.	Rs. a. p.
Accepted in assessment ...	764,111	32,86,158	4 4 9
Average collections of 10 years† ...	788,045	33,89,071	4 4 10

The recorded collections include *siwāi* and are, as stated, in excess of the actual collections. The period under average includes three years of moderate prices, lower than those prevailing at the present time, and the accepted rents may be considered safe in the absence of any permanent and crushing fall of prices. ‡

(c) Much of the *khudkāsht* is land abandoned by tenants, or land cultivated by the manorial due of a day's ploughing in the year. Of 61,691 acres—the total area in proprietary farms—only 15,887 acres are situated in villages in which the proprietors reside; while 45,804 acres are situated in villages in which they are non-resident. The cultivation of non-resident *khudkāsht* is poor, and may be not unfairly valued at the corresponding non-resident tenant rate. The valuation has an incidence considerably higher than the Thákur produce rate. At the combined cash and grain rates of Thákur tenants (*i.e.* resident Rs. 3-12-0, non-resident Rs. 2-13-0), the valuation would be Rs. 1,88,398 against an actual valuation of Rs. 2,08,752. But some of the proprietary farms belong to low caste landlords, and some are good, and the actual valuation in, my opinion, certainly not excessive.

Proprietary cultivation.

(d) The rent-free area, which includes 1,919 acres of land held at favoured rates, is almost invariably inferior out-lying land.

Rent-free area.

(e) In the valuation of under-proprietary plots I frequently applied low rates, to save the under-proprietors from the ruin of a crushing enhancement of rent. The area affected was insignificant; the action taken had practically no effect upon the Government revenue; and there was no other way of saving a body of men, who, whatever their faults now may be, have some historical claim to special consideration.

Under-proprietary plots.

There is hardly any regular and assessable income from *siwāi*. The recorded *siwāi* is composed for the most part of bázár dues; the value of manorial dues such as hides and shoes; and the purchase-money of groves, &c. Only the small sum of Rs. 462 has been taken into assessment.

Siwāi.

12. The following deductions have been made from the valuation :—

Allowances.

	Rs.
For proprietary cultivation ...	42,012
For improvements ...	1,00,640

Great care has been taken to give effect to the orders of Government on the subject of improvement allowances. The rules were absolutely unknown in the district,

* The figures in Statement VI include the areas of revenue-free plots, not separately shown. The area of these plots in the year of settlement, 1,107 acres, has been deducted.

† These figures include the areas and rents of under-proprietary holdings which cannot be separated without much labour. The figures are so small that they do not affect the result.

‡ It is unnecessary to repeat that cash rents are paid only in the more advanced villages, or the better lands of backward villages, or for special crops; and that they cannot be used in the valuation of other areas.

and accordingly they were distributed broadcast, and landlords called upon to file lists of improvements made by them. Claims were tested at inspection, and sufficient allowance has, it is hoped, been made for both compensation and encouragement; although very large sums are spent annually by the landlords in keeping up the villages (*dehi*, *baskit*) for which it is impossible to make allowances. In a grain-rented district, where tenants are scarce, the whole burden of agricultural development falls upon the landlord.

Assessment.

13. The assets finally accepted for assessment were thus Rs. 34,94,273, on which the revenue was fixed at 46·3 per cent. or Rs. 16,15,760. The expiring and revised demands compare as follows :—

	Expiring revenue.	Revised revenue.		
		First five years.	Second five years.	Final.
	Rs.	Rs.	Rs.	Rs.
Khálsa	12,28,637	14,62,759	15,52,500	15,83,270
Revenue-free villages and fee-simple grants.	2,684	32,090	32,325	32,490
GRAND TOTAL	12,31,321	14,94,849	15,84,825	16,15,760

The final actual enhancement of revenue is thus Rs. 3,54,633 or 29 per cent.

Assessment safe

14. The large and uneven enhancement is the reason for the moderate percentage of the assets. There is reason to hope that the revised assessment is safe. At last settlement the cultivated area was 765,887 acres; the area assessed now is 881,429 acres: an advance of nearly 15 per cent.* The railway has opened up the district, and there has been a considerable rise in prices (Appendix IX). The areas under wheat, sugarcane, poppy, and garden crops show a substantial, the double cropped area an enormous, increase (Appendix VI). And population has increased.† The incidence of the final revised revenue is Rs. 1-13-4 per acre assessed. Where the enhancement was very great in individual estates, it has been eased by progressions.

The landlords

15. The following table shows the percentage of the total area occupied by the different tenures :—

Talúqdári (khálsa)	45·41
Ditto (sub-settled)	2·80
Single zamindári	11·24
Other tenures	40·55

As a body the landlords are in fair circumstances, though few are free from debt. Much land has changed hands since last settlement; smaller properties are being absorbed by the larger. This is inevitable, and the tenantry profit by the change. One great talúqdár and remarkable man, Thákur Jawahir Singh, has increased his estate nearly four-fold in the last 30 years, and now will pay more than a lakh of rupees revenue. The enhancement will press on all at first, but it is certainly not more than the landlords can bear; and the Deputy Commissioner informs me that such enhancements as have fallen due have been collected without any special difficulty.

No discontent.

16. And the assessments have been well received by the people. For this I might take some credit to myself; but the credit is really due to the system under which I worked. The landlords are sincerely grateful to Government for their rescue from the exactions, confusion, and litigation of a resurvey. And after experience of work without a resurvey in Sitapur, and with a resurvey in Kheri,

* This, however, includes the cultivated area of fee-simple grants which were not surveyed at last

† The settlement figures in Appendix VI are evidently incorrect. In the period from 1881 to 1891 A.D. population rose, according to the census figures, from 958,251 to 1,075,413 or 12·23 per cent.

I have no hesitation in saying that the former system is in every way preferable. In Kheri my work is doubled ; the people are discontented ; and the land records are in such confusion that I have, in all cases of doubt, to go back to the records of the last year in which the patwáris prepared their annual papers. There was none of this in Sítapur. The administration of the district went on undisturbed as if no settlement was in progress. Not a single dispute has been raised. In only one case throughout the whole course of settlement has counsel been engaged.

17. And Government has been saved expense no less than the people : the total cost of settlement was Rs. 1,00,841 (Appendix X), or Rs. 44-11-6 per square mile. This sum includes the cost of the resurvey and preparation of new maps in some 300 villages before the system of settlement was changed, and the whole of my own salary while I was simultaneously in charge of the settlements of Hardoi and Kheri.

Cost.

APPENDIX No. III.—Rent-roll and Collections.

(15)

Year.	Tenants' land held in—				Total demand (columns 3 and 5).		Collections including arrears and stir (column 12).		Sir.		Khudkash.		Total.		Shikmi.		Uncultivated area included.
	Cash.		Kind.														
	Area.	Rent demand.	Area.	Rent demand.	Area.	Rent.	Area.	Rent.	Area.	Rent demand.	Area.	Rent demand.	Area.	Rent demand.	Area.	Rent demand.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	
Former settlement...	673,183	...	...	...	...	...	63,287	...	...	...	...	736,470	...	...	...	5,528
1201 fashi	734,160	13,67,829	...	13,61,036	27,28,955	26,35,455	24,190	6,784	29,155	7,494	9,064	787,805	27,52,197	6,016	17,696	...	
1202 do.	773,219	15,20,052	...	14,40,483	29,61,165	28,51,351	25,876	8,669	31,837	9,594	13,567	830,925	29,92,935	8,781	29,981	...	
1203 do.	778,238	17,42,304	...	14,52,378	31,94,677	31,54,534	22,494	3,887	35,325	4,675	16,405	836,047	32,19,544	13,220	53,713	...	
1204 do.	772,800	19,04,459	...	11,30,321	30,43,776	29,60,491	21,478	2,461	37,736	5,215	23,694	835,014	30,75,149	20,964	60,673	...	
1205 do.	784,322	19,00,827	...	16,37,312	35,77,186	34,32,977	20,651	3,359	38,536	6,297	31,637	844,039	36,18,432	30,080	1,23,480	...	
1206 do.	793,807	20,25,154	...	15,56,045	35,75,502	35,40,883	20,849	2,679	39,853	7,386	44,458	854,569	36,30,026	30,831	1,38,808	...	
1207 do.	790,682	19,89,167	...	15,55,937	35,45,134	35,45,737	21,326	3,511	40,777	7,667	55,192	862,029	36,11,504	35,980	1,53,662	...	
1208 do.	807,807	19,54,331	...	18,31,547	38,43,175	37,57,824	21,381	4,490	42,730	9,224	44,707	872,038	39,07,569	37,444	1,77,048	...	
1209 do.	379,313	20,41,039	...	16,50,006	37,31,545	37,40,833	21,329	3,254	41,932	8,509	62,783	882,739	38,06,991	38,091	1,81,397	...	
1300 do.	368,856	20,38,232	...	18,15,758	39,53,990	39,50,607	21,152	2,709	42,722	10,205	1,02,304	876,648	39,69,208	40,472	1,93,851	...	
Total of 10 years ...	69,06,967	1,85,51,250	683,483	1,55,05,724	3,40,60,974	3,38,90,712	220,740	41,798	380,633	76,256	4,03,812	84,81,853	3,45,82,835	261,879	11,36,309	100,824	
Average ...	690,697	18,55,425	68,345	15,50,572	34,06,097	33,89,971	22,074	4,179	38,068	7,626	40,381	848,185	34,58,283	26,188	1,13,631	20,165	
Year of assessment...	371,040	21,07,186	428,498	14,37,785	35,44,973	3,473,937	20,569	8,431	41,675	9,431	1,06,492	861,782	36,64,327	41,822	1,97,326	21,835	

NOTE.—(1) The collections in column 7 include collections of arrears as well as of the current demand on account of tenants' cash-paying and grain-rented lands (columns 9, 14, 15, and 16 of jamabandi) and also of *sir*.
 (2) For year of assessment all land belonging to revenue-free holdings is excluded. As the figures for previous years are obtained from the mauza register, they include revenue-free holdings.
 (3) Under *sir* and *khudkash* only the *sir* and *khudkash* of proprietors is included. The holdings of under-proprietors are shown in this table in "tenants' land."
 (4) Until the year 1209 fashi, the separate areas of cash and grain-rented land were not shown in the mauza register.

APPENDIX No. VII.—Assessment.

Soil, &c.	1	Cash-rented.		4	5	6	7	8	9	10	11	12	13	14	15
		Ordinary tenants.	Occupancy tenants.												
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
<i>Goind</i>	...	62,833	494	4,069	6,092	1,020	36,577	2,335	...	1,69,656	...	...	...	...	...
<i>Kanhar</i>	...	2,46,987	1,841	13,702	2,767	8,485	2,78,453	20,344	...	5,96,709	...	...	...	...	...
<i>Palo</i>	...	49,432	297	2,031	8,310	2,759	96,797	20,223	...	1,80,474	...	...	...	...	...
Total	...	3,49,232	2,702	20,132	41,189	12,229	4,12,187	42,677	630	8,80,509 + 630 8,81,139	...	...	...	...	...
Accepted rental	...	19,10,116	8,763	74,359	1,31,333	29,501	13,67,293	1,11,046	1,006	36,36,463	462	42,012	1,00,640	34,93,273	16,15,760
Incidence of accepted rental	...	5-47	3-24	3-03	3-26	2-41	3-32	2-59	1-9	4-13	...	...	...	...	...

APPENDIX No. VIII.—Caste Statement of Tenants.

Caste.	Cash-rents of whole caste.				Grain-rents of whole caste.				Cash-rents of residents of caste.				Grain-rents of residents of caste.				Cash-rents of non-residents.				Grain-rents of non-residents of caste.				Cash-rents of non-residents of caste.				Average holding of resident.				Average holding of non-resident.				Average holding of total area by the caste of resident.			
	Total number of caste.	Area.	Rental.	Rate per acre.	Area.	Rental.	Rate per acre.	Number of residents.	Area.	Rental.	Rate per acre.	Area.	Rental.	Rate per acre.	Number of non-residents.	Area.	Rental.	Rate per acre.	Area.	Rental.	Rate per acre.	Area.	Rental.	Rate per acre.	Average holding of resident.	Average holding of non-resident.	Average holding of total area by the caste of resident.													
Mura	8,649	17,893	1,54,928	8 11	12,034	38,975	3 4	6,851	16,698	1,45,889	8 12	10,495	34,572	3 5	1,798	1,257	9,034	7 3	1,623	4,493	2 11	3 9	1 6	4 4																
Kurmi	20,287	75,771	4,78,699	6 5	42,191	1,45,815	3 7	13,933	69,306	4,47,630	6 7	33,913	1,23,972	3 10	6,354	6,455	31,060	4 13	8,273	21,843	2 10	7 4	2 3	8 5																
Melli	189	258	1,450	5 9	205	827	4 1	139	222	1,266	5 11	169	761	4 8	50	36	184	5 2	23	68	1 13	2 8	1 4	3 3																
Lodh	6,548	9,174	53,183	5 13	10,190	69,633	3 10	5,024	8,316	49,473	5 15	17,110	64,071	3 12	1,324	858	3,710	4 5	2,090	5,562	2 11	5 1	1 4	5 6																
Abir	18,717	36,738	2,27,011	6 3	57,150	2,21,081	3 14	14,683	34,320	2,15,650	6 5	51,473	2,06,014	4 0	4,034	2,418	11,361	4 11	5,677	15,097	2 10	5 8	2 0	6 4																
Gadarya	3,168	3,938	24,545	6 4	8,742	37,324	4 5	2,426	3,566	22,615	6 5	7,743	34,753	4 8	743	372	1,931	5 3	999	3,053	3 1	4 7	1 5	5 2																
Chamar	19,358	25,730	1,09,031	6 3	49,972	1,79,692	3 10	15,103	23,784	1,49,920	6 6	44,436	1,64,244	3 11	4,255	2,970	10,411	5 3	5,536	15,358	2 12	4 5	1 5	5 0																
Pasi	18,847	24,933	1,47,024	5 14	43,798	1,47,500	3 6	15,063	22,949	1,37,228	6 0	39,158	1,34,391	3 7	3,784	1,984	9,865	5 0	4,640	13,119	2 13	4 1	1 5	4 6																
Musalman,	15,546	26,222	1,37,957	5 4	30,783	94,266	3 1	10,547	21,778	1,18,213	5 7	23,211	75,370	3 4	4,999	4,444	10,744	4 7	7,522	18,308	2 8	4 3	2 4	5 4																
Thakur	7,726	19,104	94,433	4 15	30,608	86,625	2 13	5,625	16,497	84,441	5 2	25,749	75,609	2 15	2,101	2,617	9,992	3 13	4,859	11,016	2 4	7 5	3 6	8 5																
Bráhmán	22,726	61,553	3,15,768	5 2	60,217	1,79,849	3 0	15,826	53,391	2,81,208	5 4	48,553	1,53,885	3 3	6,900	8,192	31,560	4 4	11,654	25,964	2 4	6 4	2 9	7 7																
Others	35,755	53,131	2,98,183	5 10	72,347	2,32,292	3 3	25,588	45,968	2,66,736	5 13	59,454	1,98,295	3 6	9,947	7,163	31,447	4 6	13,993	33,984	2 7	4 0	2 1	4 9																
Total	177,546	354,502	20,93,278	5 14	427,157	14,94,281	3 6	131,057	316,725	19,19,978	6 1	360,389	12,65,943	3 8	46,469	37,777	1,73,300	4 9	66,798	1,69,398	2 8	5 2	2 2	6 0																

The last column shows the average holdings. All non-resident tenants are somewhere shown as resident.

Year.			Seers per rupee.	Average.	Year.			Seers per rupee.	Average.
1861	24.64	30.1	1880	21.07	19.
1862	...	...	42.32		1881	...	...	22.63
1863	41.79		1882	20.04	22.85
1864	...	...	19.82		1883	...	...	21.47
1865	...	...	21.96		1884	...	...	24.61
1866	...	...	17.14	1885	...	...	25.54	
1867	24.64	22.37	1886	22.59		16.74
1868	...	...	31.07		1887	...	...	17.12
1869	...	...	13.39		1888	...	...	17.12
1870	...	...	20.36		1889	...	...	17.81
1871	...	...	27.62		1890	...	...	16.41
1872	19.35	23.65	1891	15.27	13.95
1873	...	...	18.37		1892	...	...	15.00
1874	...	...	19.42		1893	...	...	15.81
1875	...	...	28.53		1894	...	...	17.00
1876	...	...	32.6		1895	...	...	14.25
1877	19.82	19.0	1896	11.02	13.95
1878	...	...	15.06		1897	...	...	10.48
1879	...	...	16.46		Present	...	...	22.00

APPENDIX No. X.—*Expenditure Statement.*

Charge.							Expenditure.
1							2
							Rs. a. p.
(a) Salaries	...	...	...	...	...	...	55,119 8 11
(b) Fixed establishment	...	...	...	...	...	...	12,573 11 1
(c) Temporary and variable establishment	...	...	...	...	...	...	17,452 12 11
(d) Travelling allowance	...	...	...	...	...	...	5,053 5 3
(e) Supplies and Services	...	...	...	...	...	...	3,600 5 0
(f) Contingencies	...	...	...	...	...	...	7,041 8 4
Total						...	1,00,841 3 6

ORDERS OF GOVERNMENT.

No. $\frac{3125}{1-158B}$ OF 1899.

RESOLUTION

REVENUE DEPARTMENT.

Dated Naini Tal, the 9th September 1899.

READ—

Letter No. $\frac{1077N}{1-61A}$, dated 4th July 1899, from the Secretary to the Board of Revenue, North-Western Provinces and Oudh, submitting the Final Settlement Report of the Sitapur District by Mr. S. H. Butler, I.C.S., together with a review thereon by the Settlement Commissioner for Oudh.

OBSERVATIONS.—In the assessment of the district of Sitapur considerable difficulty has been experienced, owing to the character of the rental arrangements and the precariousness of much of the cultivation. A comparatively small proportion of the land is held by proprietors in their own hands, nearly 90 per cent. of the total area assessed being let out to tenants. The greater part of the tenants' land is, however, held not on cash, but on grain, rents; and the arrangements for the distribution of the produce between landlord and tenant are complicated and diverse. The total area assessed by the Settlement Officer amounted to 881,429 acres, and of this only 349,252 acres, or about 40 per cent. of the whole, were held at cash rents. These rents, again, were found in many cases to be transitional and insecure, having frequently been fixed at excessively high rates when cash payments were substituted for payments in kind, while in other cases they were determined by the application of special rates for particular crops. The cash rents were thus not only entirely unsuitable for the derivation of rates for application to the inferior cultivation of the grain-rented areas, but taken as a whole they required reduction before being used in the assessment even of the cash-rented areas. The record of the value of grain rents was in Sitapur, as elsewhere, unreliable; but in this district it was, found to err, more especially in the years immediately preceding the settlement, on the side of excess and not of under-statement. In those years the returns of the value of grain rents were exceptionally high, and, though in the year of assessment that value was given in the records at a much more moderate figure, the rates which after much investigation and analysis the Settlement Officer found suitable and safe for the valuation of the land gave a somewhat lower estimate of its rental value.

2. Allowances have also been made on a very liberal scale for improvements made by landlords in their estates, and further moderation has been secured by assessing at less than half of the assets, the assessment falling on the district as a whole at slightly over 46 per cent. of the accepted assets. The necessity of avoiding ruinously high assessments in individual estates accounts for the low percentage.

3. The result of the revision has been to raise the revenue, ⁱⁿ sive of nominal assessments, from Rs. 12,28,637 to Rs. 15,83,270, the of increase being about 29 per cent. The assessment is unquestionably a moderate one, and the recorded statistics would have justified a considerably greater increase. But account must be taken of the fact that the high cash rents imposed in recent years are reported to be breaking down: and in a district with scanty means of irrigation, and with very extensive areas of precarious cultivation, the necessity of making allowance for instability of rents, and of not enhancing the Government demand unduly, cannot be disregarded. The difficulty of revenue administration in such a tract is sufficiently demonstrated by the recent history of the neighbouring district of Hardoi. The assessments of the various parganas have been reported on and examined in great detail during the course of the proceedings. In some cases it was necessary to reduce the original proposals of the Settlement Officer as involving an enhancement in the tracts affected that would certainly have excited serious discontent and would probably have resulted in a breakdown of the settlement, especially in the event of a fall of prices, which would have an immediate and direct effect on the profits of the landlords in a tract held largely on grain rents.

4. The Lieutenant-Governor has satisfied himself, by examination of the detailed proposals for each pargana, that the assessments proposed are as high as it would be prudent to impose, and the only question to be now decided is whether the assessments should be sanctioned for the full term of thirty years. Looking to the fact that the enhancements are in individual cases extremely high, and that over the whole district they amount to nearly 29 per cent. on the old revenue, practically the same amount as in the more favourably situated district of Bara Banki, His Honor does not consider there is any reason for departing from the usual rule—which is well understood by the people—that the period should be thirty years. His Honor therefore confirms the settlement for the periods mentioned in paragraph 12 of the Settlement Commissioner's Report.

5. In this district the assessment was effected without any preliminary re-survey or correction of records. The proceedings were carried out with remarkable expedition and great economy by the Settlement Officer, Mr. Butler, who has been justly commended for the industry and judgment he brought to bear upon a particularly difficult task.

ORDER.—Ordered that a copy of this Resolution be forwarded to the Secretary to the Board of Revenue, North-Western Provinces and Oudh, for the information of the Board.

J. O. MILLER,

Chief Secy. to Govt., N.-W. P. and Oudh.

